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Implementation of the outcome of the twentieth special session of the General Assembly devoted to countering the world drug problem together

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 55/65 of 4 December 2000. It provides a comprehensive overview of the implementation of the outcome of the twentieth special session of the General Assembly devoted to countering the world drug problem together, held in New York from 8 to 10 June 1998, including the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction, and Assembly resolution 55/65.

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I. Introduction

1. At its twentieth special session, devoted to countering the world drug problem together, the General Assembly adopted (a) Political Declaration (resolution S-20/2, annex), (b) the Declaration on the Guiding Principles of Drug Demand Reduction (resolution S-20/3, annex), and (c) measures to enhance international cooperation to counter the world drug problem (resolution S-20/4), including the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors (resolution S-20/4 A), measures to prevent the illicit manufacture, import, export, trafficking, distribution and diversion of precursors used in the illicit manufacture of narcotic drugs and psychotropic substances (resolution S-20/4 B), measures to promote judicial cooperation (resolution S-20/4 A), measures to counter money-laundering (resolution S-20/4 D) and the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (resolution S-20/4 E). In paragraph 20 of the Political Declaration adopted at its twentieth special session, the Assembly called upon all States to report biennially to the Commission on Narcotic Drugs on their efforts to meet the goals and targets for the years 2003 and 2008 and requested the Commission to analyse those reports in order to enhance the cooperative effort to combat the world drug problem.

2. In its resolution 54/132 of 17 December 1999, the General Assembly adopted the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction, annexed to that resolution.

3. The General Assembly, in its resolution 55/65 of 4 December 2000, entitled "International cooperation against the world drug problem", called upon all States to report biennially to the Commission on Narcotic Drugs on their efforts to meet the goal and targets for the years 2003 and 2008, as set out in the Political Declaration adopted at the twentieth special session, in accordance with the terms established in the guidelines adopted by the Commission at its reconvened forty-second session.[1] The Assembly urged all Member States to implement the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction and to strengthen their national efforts to counter the abuse of illicit drugs among their population, in particular among children and young people. The Assembly requested the Secretary-General to submit to it at its fifty-sixth session a comprehensive report on the implementation of the outcome of its twentieth special session, including on the Action Plan, and resolution 55/65. The present report has been prepared in response to that request.

II. Goals and targets set by the General Assembly at its twentieth special session

4. The Political Declaration constitutes a high-level commitment to address all elements of the drug problem at both the national and international levels in a comprehensive manner. It sets clear goals and targets to be achieved in 2003 and 2008. It emphasizes the importance of following a balanced approach to reduce drug abuse, eliminate illicit drug supply and counter drug trafficking.

5. The adopted action plans and measures serve as a catalyst for action in the implementation of the international drug control treaties. They also complement the Global Programme of Action adopted by the General Assembly at its seventeenth special session (resolution S-17/2, annex). The action plans and measures adopted by the Assembly at its twentieth special session have become a global point of reference for Governments. Member States have regarded them as a guide for action at the national, regional and international levels. For example, the Commission on Narcotic Drugs at its forty-fourth session was informed of several regional actions, such as the declaration endorsed by the States of Central Asia at an international conference held in Tashkent in October 2000 to strengthen regional cooperation in combating drug trafficking and abuse. Many States have updated their national drug control strategies or plans to include the goals and targets set by the Assembly at its twentieth special session. The momentum built up at the twentieth special session of the General Assembly has been maintained and enhanced within the United Nations. In April 2000, for example, the Executive Director of the United Nations International Drug Control Programme (UNDCP) was invited to brief the Security Council on the drug situation in Afghanistan, the first time that the drug issue featured on the agenda of the Security Council. That was evidence that the international community had begun to view illicit drugs

as a major security threat to all. In September 2000, world leaders gathered at the Millennium Summit of the United Nations renewed their commitment to counter the world drug problem.

A. Goals and targets set for the year 2003

1. Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors

6. In paragraph 13 of the Political Declaration adopted by the General Assembly at its twentieth special session, Member States decided to devote particular attention to the emerging trends in the illicit manufacture of, trafficking in and consumption of synthetic drugs. They called for the establishment or strengthening by the year 2003 of national legislation and programmes giving effect to the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors.

2. Adoption of legislation and programmes against money-laundering

7. In paragraph 15 of the Political Declaration, Member States undertook to make special efforts against the laundering of money derived from drug trafficking and, in that context, emphasized the importance of strengthening international, regional and subregional cooperation. In order to achieve that goal, they recommended that States that had not yet done so adopt by the year 2003 national money-laundering legislation and programmes in accordance with relevant provisions of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988,[2] as well as the measures for countering money-laundering adopted at the twentieth special session.

3. Promotion of cooperation among judicial and law enforcement authorities

8. In paragraph 16 of the Political Declaration, Member States undertook to promote multilateral, regional, subregional and bilateral cooperation among judicial and law enforcement authorities to deal with criminal organizations involved in drug offences and related criminal activities, in accordance with the measures to promote judicial cooperation adopted at the twentieth special session. To that end, States were encouraged to review and, where appropriate, to strengthen by the year 2003 the implementation of those measures.

4. Declaration on the Guiding Principles of Drug Demand Reduction

9. In paragraph 17 of the Political Declaration, Member States recognized that demand reduction was an indispensable pillar in the global approach to countering the world drug problem. They committed themselves to introducing into their national programmes and strategies the provisions set out in the Declaration on the Guiding Principles of Drug Demand Reduction and to working closely with UNDCP to develop action-oriented strategies to assist in the implementation of the Declaration. They established the year 2003 as a target date for new or enhanced drug demand reduction strategies and programmes set up in close collaboration with public health, social welfare and law enforcement authorities.

B. Goals and targets for the year 2008

1. Measures for the control of precursors

10. In paragraph 14 of the Political Declaration, Member States decided to devote particular attention to the measures for the control of precursors adopted at the twentieth special session and to establish the year 2008 as the target date for States, with a view to eliminating or reducing significantly the illicit manufacture and marketing of and trafficking in psychotropic substances, including synthetic drugs, and the diversion of precursors.

2. Achievements of significant and measurable results in demand reduction

11. In paragraph 17 of the Political Declaration, Member States committed themselves to achieving significant and measurable results in the field of demand reduction by the year 2008.

3. Eradication of illicit drug crops through alternative development

12. In paragraph 18 of the Political Declaration, Member States reaffirmed the need for a comprehensive approach to the elimination of illicit narcotic crops in line with the Action Plan on International Cooperation on the Eradication of Illicit

Drug Crops and on Alternative Development, adopted at the twentieth special session. They emphasized the need for eradication programmes and law enforcement measures to counter illicit cultivation, production, manufacture and trafficking, paying special attention to the protection of the environment, and, in that regard, strongly supported the work of UNDCP in the field of alternative development. In paragraph 19, Member States welcomed the global approach by UNDCP to the elimination of illicit crops and committed themselves to working closely with UNDCP to develop strategies with a view to eliminating or reducing significantly the illicit cultivation of the coca bush, the cannabis plant and the opium poppy by the year 2008.

III. Role of the Commission on Narcotic Drugs and follow-up action

13. At its forty-second session, held from 16 to 25 March 1999, the Commission on Narcotic Drugs examined its new mandates emanating from the twentieth special session of the General Assembly and adopted resolution 42/4, entitled "Guidelines for reporting by Governments on the implementation of the Global Programme of Action and on the progress achieved in meeting the goals and targets for the years 2003 and 2008, as set out in the Political Declaration adopted by the General Assembly at its twentieth special session".

14. At its reconvened forty-second session, held on 30 November and 1 December 1999, the Commission adopted resolution 42/11, entitled "Guidelines for reporting on the follow-up to the twentieth special session of the General Assembly". In that resolution, the Commission requested the Executive Director of UNDCP to prepare a biennial report on the implementation of the outcome of the twentieth special session of the General Assembly, based on information to be provided by Governments in response to a questionnaire adopted by the Commission. The Commission also requested the Executive Director to cover in its report the efforts made and the difficulties encountered by Governments in meeting the objectives and target dates agreed upon at the twentieth special session, on the basis of a comprehensive, confidential and balanced treatment of information covering all aspects of the drug problem. The report should also contain information on global trends, organized by region. UNDCP was called upon to draw on its expertise and experience gained from its global technical assistance programmes and on information collected under various relevant questionnaires.

IV. Implementation of the outcome of the twentieth special session of the General Assembly

A. Reporting by Member States on the outcome of the twentieth special session

15. As at 30 June 2000, the date set by the Commission on Narcotic Drugs for Governments to submit to the Executive Director their replies to the questionnaire, replies had been received from the Governments of only 15 countries and areas: Belarus, Colombia, Ecuador, Finland, Grenada, Lebanon, Mexico, Morocco, Netherlands, New Zealand, Republic of Korea, Switzerland, Tajikistan and Ukraine, as well as British Virgin Islands. By 8 November 2000, 81 replies had been received, on the basis of which a report was prepared for the consideration of the Commission at its forty-fourth session.

16. The Commission on Narcotic Drugs examined the first biennial report of the Executive Director on the implementation of the outcome of the twentieth special session of the General Assembly (E/CN.7/2001/2) at its forty-fourth session, held from 20 to 29 March 2001. At that session, the Commission requested the Executive Director to report on those replies received after 8 November 2000 at its reconvened forty-fourth session, to be held in December 2001. At its sixth inter-sessional meeting, held on 18 June 2001, the Commission requested the Executive Director to prepare a consolidated report encompassing all of the replies received during the first reporting cycle (the 81 replies received by 8 November 2000 and the additional 28 replies received by 1 July 2001),[3] for its consideration at its reconvened forty-fourth session. The consolidated report will include an assessment of progress made by Governments during the first reporting cycle and facilitate the comparison with subsequent reports covering the reporting cycles ending in 2003, 2005, 2007 and 2008.

17. At its forty-fourth session, the Commission on Narcotic Drugs adopted resolution 44/2, entitled "First biennial report of the Executive Director on the progress achieved by Governments in meeting the goals and targets for the years 2003 and 2008 set out in the Political Declaration adopted by the General Assembly at its twentieth special session, devoted to countering the world drug problem together", in which it requested the Executive Director to follow certain additional guidelines in preparing subsequent biennial reports. In the same resolution, the Commission called upon the Executive Director to pay particular attention, in the biennial report to be submitted to the Commission at its forty-sixth session, in 2003, to the progress achieved and setbacks encountered in meeting the targets for that year set out in the Political Declaration. The General Assembly will also be appraised of the assessment of the Commission on the progress achieved in meeting the objectives for 2003 set out in the Political Declaration, in a report to be submitted to the Assembly in 2003. A final report will be submitted to the Assembly in 2008 on the progress made by Governments during the 10-year time frame in meeting the goals and targets set out in the Political Declaration. In its resolution 44/2, the Commission requested the Executive Director to identify elements of the biennial questionnaire that might need adjustment, taking into account the difficulties encountered and deficiencies perceived in completing the first biennial questionnaire, and to submit proposals for amendments to the Commission for adoption at its reconvened forty-fourth session, in December 2001, including an improved layout and supporting notes for guidance. In response to that request, the Executive Director will present a revised biennial questionnaire to the Commission at its reconvened forty-fourth session. A draft version of the revised biennial questionnaire was presented to the inter-sessional meeting of the Commission held in Vienna on 18 June 2001.

B. Overview of the findings of the first biennial report of the Executive Director, considered by the Commission on Narcotic Drugs at its forty-fourth session

18. The first biennial report of the Executive Director on the implementation of the outcome of the twentieth special session of the General Assembly (E/CN.7/2001/2), presented to the Commission on Narcotic Drugs at its forty-fourth session, provided an initial assessment of progress made by Governments in implementing the action plans and measures adopted by the General Assembly at its twentieth special session, identifying difficulties encountered by Governments and areas where additional efforts were required. While significant progress has been made in some areas, as reflected in the positive trends in the implementation of the action plans, major challenges will need to be met in order for all the objectives to be attained by 2003 and 2008.

19. Most of the Governments that replied to the questionnaire (83 per cent) had adopted a national drug strategy or plan. In many cases, the national strategic framework and programmes placed special emphasis on the synergies and complementarity between control measures, health, law enforcement policies and programmes. One notable achievement was that most Governments had incorporated into their national drug control strategies on action plans elements of the guiding principles of drug demand reduction. In view of the high political commitment attached to combating the drug problem and the importance of coordination and leadership, in several States the national coordinating entities for the implementation of the national drug strategy were chaired by the head of Government. In other States, national inter-agency committees had been established at the ministerial level (E/CN.7/2001/2, paras. 83, 84 and 86). The main challenge for most Governments was to ensure the effective implementation of the national strategy or plan.

V. Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction

20. Section VIII of the questionnaire dealt with drug demand reduction. It covered political and strategic responses, information resources, methods of working, working with vulnerable or special populations, dissemination and education, and training and coordination issues. A national strategy for drug demand reduction is important for coordinating responses and ensuring a balanced approach between the measures to reduce drug demand and supply

enshrined in the Declaration on the Guiding Principles of Drug Demand Reduction. Such a strategy also provides a basis for promoting multisectoral and community-wide responses. Of the Governments that completed the questionnaire, 89 per cent reported having a national strategy for drug demand reduction; in most cases, the strategy incorporated elements of the guiding principles of drug demand reduction. Almost every State with such a national strategy also had a central coordinating entity responsible for its implementation, usually the Ministry of Health, the Ministry of Justice or a multisectoral drug commission. The majority of States with national strategies had a framework in place for assessing the results achieved. Two thirds of all Governments that completed the questionnaire reported that they had a national or regional programme for research on drug demand reduction, although the resources available for that activity varied widely.

21. In terms of prevention, about three quarters of the Governments reported relatively extensive school-based drug education programmes and about one third of all programmes were reported to be "gender-sensitive". Programmes for the development of "life skills" were more commonly reported in school settings, although 28 per cent of respondents reported extensive programmes for "life skills" in prison settings.

22. With reference to treatment and rehabilitation services, detoxification was the most commonly reported service provided in specialist centres. Twenty-two per cent of the Governments reported extensive detoxification facilities within the criminal justice system. The provision of outreach programmes and extensive activities and testing programmes for dealing with infectious diseases was reported by nearly one half of the responding Governments.

23. Many Governments reported the existence of guidelines for prevention activities, treatment services and rehabilitation services. Such guidelines took into account cultural diversity and specific needs relating to gender, age and socially, culturally and geographically marginalized groups in the population. The importance of providing demand reduction activities targeting particularly vulnerable persons appeared to be commonly accepted. Groups identified as vulnerable included sex workers, prisoners, children with drug-abusing parents, indigenous populations, street children and the homeless, ethnic minorities, young offenders and economically marginalized persons. Most Governments reported that their national strategies for drug demand reduction included public information campaigns, taking into account the social and cultural characteristics of the population. Authorities were making special efforts to involve the community at large, placing special emphasis on the education system. The Commission on Narcotic Drugs at its forty-fourth session viewed the increase in the abuse of amphetamine-type stimulants as a development that required urgent action in all areas of demand reduction, particularly in the field of prevention.[4]

24. Sixty-five per cent of the Governments reported that their activities were monitored and evaluated to enable them to improve their national strategies for drug demand reduction. Many Governments also reported that they were involved in international coordinating mechanisms for the exchange of information at the bilateral, regional and multilateral levels, but less than one half of the Governments reported that they were maintaining a national database containing information on drug demand reduction. Where such a database existed, it was not usually linked with other multinational networks.

25. The need to base demand reduction activities on a sound and comprehensive assessment of the situation, using comparable measures, is central to the implementation of the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction. Replies to the biennial questionnaire reveal considerable deficiencies in that area, and the problem is likely to be even greater in those States for which replies were not received. To address that issue, UNDCP has launched the Global Assessment Programme on Drug Abuse. A better understanding of the scale and nature of the global drug abuse problem is essential, not only for the development of demand reduction policies but also for the assessment of their impact, thereby facilitating the assessment of the progress made in achieving the objectives set out in the Action Plan. The Global Assessment Programme incorporates the agreed core global indicators found in part II of the annual reports questionnaire, on the extent, patterns and trends of drug abuse, which is also a critical instrument for the assessment of the progress made in the implementation of the Action Plan. Through the Global Assessment Programme, UNDCP will support Member States in the establishment of information systems for collecting

data to be used in the development of more effective intervention in the field of drug demand reduction.

VI. Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development

26. In section II of its resolution 55/65, the General Assembly called upon States in which cultivation and production of illicit drug crops occurred to establish or reinforce, where appropriate, national mechanisms to monitor and verify illicit crops, and requested the Executive Director of UNDCP to report to the Commission on Narcotic Drugs at its forty-fourth session on the follow-up to the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development.

27. In response to requests by the General Assembly and the Commission on Narcotic Drugs, UNDCP, in cooperation with the European Space Agency, has launched a global programme for monitoring illicit crops consisting of a global support subprogramme to ensure that collected data are comparable at the international level and six national subprogrammes for the countries in which the bulk of the illicit crop cultivation occurs, namely Afghanistan, Bolivia, Colombia, the Lao People's Democratic Republic, Myanmar and Peru. The aim of the programme is to assist States in establishing monitoring systems by 2001 that will produce internationally comparable data and benchmarks for measuring progress towards the eradication goals set for 2008.

28. In almost all areas in which coca and opium are produced, women are involved in the cultivation of the illicit and other crops. Incorporating a gender perspective into alternative development projects has increased the effectiveness and sustainability of the activities. The result of the UNDCP assessment of gender-mainstreaming activities in alternative development are reflected in the UNDCP guidelines on the subject, which will be used for training and project development purposes.

29. Of the Governments that initially sent replies to the biennial questionnaire, only 31 addressed the questions relating to the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development. Most of those Governments reported that they had established comprehensive national plans to reduce and eliminate the cultivation of illicit drug crops, including programmes for alternative development. Since the twentieth special session of the General Assembly, comprehensive alternative development programmes had been developed or enhanced in States directly affected by illicit drug crop cultivation, with support provided by the international community and direct investment by Governments. Those measures had contributed to the achievement of significant progress in the eradication of the coca bush in Bolivia and Peru and of the opium poppy in the Lao People's Democratic Republic and Pakistan. Several other Governments indicated that, while they were implementing programmes for the eradication of illicit drug crops, there was no accompanying alternative development programmes, particularly when the eradication of cannabis was involved, mainly because of lack of funding and technical support from the international community.

30. Specialized agencies have been established to initiate or coordinate the implementation of national alternative development programmes, with the support of government ministries and agencies responsible for various economic and social sectors, including agriculture, health, education, social welfare, information, justice and law enforcement, rural and social development, regional development and the environment.

31. Thirty-one Governments reported that their national plans included illicit drug crop eradication or other law enforcement measures to ensure the reduction and eventual elimination of the cultivation of illicit drug crops. Investigations of criminal activities related to illicit drug crop cultivation and production were being undertaken to destroy the criminal networks involved. Several Governments were taking law enforcement measures to counter illicit drug crop cultivation and to support alternative development projects. In general, areas affected by such cultivation were under constant surveillance and law illicit drug crop enforcement measures included eradication by aerial spraying, manual eradication, surveillance of areas suspected of being under illicit cultivation, the use of agents and informants for locating illicit cultivation sites, regular and annual nationwide campaigns for the eradication of cannabis and opium

poppy, penal sanctions, preventive education and public information campaigns.

32. Several Governments reported that they had adopted alternative development programmes or measures aimed at forced eradication in areas of agricultural areas of low profitability. Several Governments indicated that fund-raising mechanisms had been institutionalized or planned regularly for alternative development or illicit drug crop eradication. Some Governments were supporting the efforts of developing countries through technical assistance programmes involving, in particular, UNDCP or multilateral mechanisms.

33. Alternative development requires a broad scope of technical expertise. While 24 Governments indicated that they had access to such technical expertise, 6 noted that they did not. Fourteen Governments indicated that they had systems for monitoring and evaluating the impact of alternative development and the eradication of illicit drug crops. Eighteen Governments reported that the impact of their law enforcement and alternative development measures were assessed annually or regularly.

34. The General Assembly has urged international financial institutions and regional development banks to conclude financial assistance agreements for alternative development. Four States have negotiated such agreements with financial institutions or regional development banks and received positive support. Others are seeking to increase funding from national and international sources. The Governments of 14 developing countries replying to the question had not negotiated such assistance agreements. As a reflection of their political commitment, several Governments of developing countries had taken measures, funded exclusively from their national budgets, to eliminate illicit drug crops.

35. During the forty-fourth session of the Commission on Narcotic Drugs, it was noted that cannabis cultivation and abuse constituted the major problems confronting most countries in Africa, in particular Burkina Faso, Madagascar, Morocco, Nigeria, Senegal and South Africa. In was indicated that, in southern Africa, the abuse of cannabis was a major social and health problem that had undermined the social fabric of rural and urban communities. There was a need to support Member States from Africa in the identification and implementation of sustainable alternative development programmes in regions affected by the illicit cultivation of cannabis, in order to enable them to meet the objectives of the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development. The emphasis had been on the eradication by Governments of cannabis cultivation with their own limited resources, without providing an alternative source of livelihood for those engaged in such cultivation.[5]

VII. Measures to promote judicial cooperation

36. The international drug control treaties provide a framework for international cooperation and enjoy almost universal adherence. The General Assembly, in section I of its resolution 55/65, urged all States to ratify or accede to and implement all the provisions of the international drug control treaties. From 10 June 1998, when the twentieth special session ended, to 1 July 2001, 14 States became parties to the 1988 Convention, making a total of 161 States parties to that Convention, in addition to the European Community; 12 States became parties to the single Convention on Narcotic Drugs of 1961[6] and that Convention as amended by the 1972 Protocol,[7] making a total of 173 States parties; and 11 States became parties to the Convention on Psychotropic Substances of 1971,[8] bringing to 168 the total number of States parties to that Convention.

37. Efforts to promote judicial cooperation to fight illicit drug trafficking have remained a high priority. Bringing key drug traffickers to justice has demonstrated that drug trafficking organizations are highly vulnerable to coordinated and sustained international pressure. Drug trafficking organizations have continued to suffer setbacks as Governments have pursued the leaders of such organizations. However, many developing, transitional and post-conflict societies lack a well-functioning legal system, which is fundamental to drug control efforts.

38. Extradition has remained a key tool in judicial cooperation. While some impediments to extradition are being removed, there are still too many States with a common-law tradition that apply the concept of prima facie case and many civil-law States have retained laws precluding or seriously limiting the extradition of

nationals. While almost one half of the Governments indicated that their laws restricted the extradition of nationals, most reported that they had legislation providing for extradition. Furthermore, 70 per cent of the responding Governments had agreements with other Governments, including regional and bilateral extradition treaties. In some cases, where there was no national legislation, extradition could be granted on the basis of international agreements on extradition. Most Governments had established a competent authority or authorities to deal with extradition requests.

39. The recommendations adopted by the General Assembly at its twentieth special session sought to strengthen mutual legal assistance to address serious crimes more effectively. Most Governments (77 per cent) have adopted national legislation permitting cooperation in the field of mutual legal assistance, although several do not have such legislation. Several Governments indicated in their replies that they had reviewed procedures for mutual legal assistance. Some reported that they had insufficient trained personnel, infrastructure and equipment to respond effectively to requests. Most Governments indicated that they had designated a central authority or authorities with the power to make and execute, or transmit for execution, requests for mutual legal assistance. Of the 161 States parties to the 1988 Convention, however, only 110 have notified particulars of their central authorities to the Secretary-General as called for by the Convention.

40. At the twentieth special session, States were encouraged to transfer between them criminal prosecution proceedings where such transfer might be in the interest of the proper administration of justice, in particular, if their legal systems were similar and they did not extradite their own nationals. Less than one half of the Governments replying to the questionnaire indicated that they were able to transfer criminal proceedings to other jurisdictions. A smaller number of Governments (24 per cent) had concluded agreements with other Governments for the transfer of proceedings in criminal matters.

41. Sixty-one per cent of Governments indicated that their national legislation permitted and facilitated judicial cooperation to counter the threat of illicit trafficking by sea. One third indicated that they had entered into agreements and a few Governments (15 per cent) reported that new measures to counter such trafficking had been adopted. In many cases, the State still lacked the legislation necessary to enable it to give consent to other States to board, search and seize if evidence of drug trafficking involving vessels flying its flag is found and to establish criminal jurisdiction over such vessels in the case of serious offences.

42. More than one half of the Governments replying indicated that their national legislation allowed the use of the technique of controlled delivery. Several Governments had reviewed, simplified and strengthened procedures in that regard.

43. One third of the Governments replying to the questionnaire had amended their legislation or adopted new provisions to facilitate the protection of witnesses involved in criminal proceedings, and several Governments had reviewed the applicable legislation. Most of the Governments had specialized units for investigating cases involving drug trafficking.

44. During the forty-fourth session of the Commission, several representatives referred to the bilateral and multilateral treaties and arrangements concluded by their Governments to facilitate the extradition of drug traffickers, promote mutual legal assistance in criminal matters, including the transfer of proceedings, and counter illicit traffic by sea. It was noted that regional agreements, such as the convention on mutual legal assistance between the States members of the European Union, had enhanced cooperation at the regional level. At the international level, several representatives referred to the important role of the United Nations Convention against Transnational Organized Crime (resolution 55/25, annex I) in furthering judicial cooperation.[9]

VIII. Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors

45. Most Governments (80 per cent) reported that they had implemented the relevant provisions of the international drug control treaties and relevant resolutions through national laws and regulations, although some were still in the process of amending their legislation to comply with the relevant treaty provisions.

46. Sixty per cent of Governments reported that they had adopted measures to raise awareness of the

problem of amphetamine-type stimulants, and several Governments had launched national prevention campaigns. More than one half of the Governments reported that measures had been taken to reduce the illicit demand for amphetamine-type stimulants, including measures involving education, prevention, treatment, monitoring, evaluation and research projects to prevent drug abuse and addiction. However, less than one half of the Governments had adopted specific programmes to prevent youth from experimenting with such stimulants. Given the importance of prevention among youth, several Governments with successful programmes targeting specific age groups had shared their experiences with other Governments to enable them to replicate those successful efforts. Some Governments had been concerned about the use of the Internet for the promotion and sale of psychotropic substances and their precursors, but only a limited number of Governments had taken measures to counter that development. Furthermore, less than one half of the Governments replying reported that they had in place measures to monitor the illicit demand for and abuse of amphetamine-type stimulants.

47. A number of Governments reported on initiatives to counter the illicit manufacture and abuse of and trafficking in amphetamine-type stimulants. The States members of the European Union reported that they were implementing the Joint Action of 16 June 1997 adopted by the Council of Ministers on the basis of article K.3 of the Treaty on European Union, concerning the information exchange, risk assessment and the control of new synthetic drugs. To further cooperation against the threat of amphetamine-type stimulants, the States members of the European Union have established an early warning system for new synthetic drugs. Both initiatives are being coordinated by the European Monitoring Centre for Drugs and Drug Addiction.

48. Sixty per cent of the Governments reported having taken measures to limit the illicit supply of amphetamine-type stimulants, including strengthening the control of precursors and laboratory equipment. National legislation and regulations for precursor control had been adopted in the countries of all the reporting Governments. Several Governments had adopted measures to control the manufacture, preparation, sale, purchase, import, export, transport, storage and distribution of chemical precursors used for the manufacture of amphetamine-type stimulants.

49. Cooperation with the chemical industry is an essential precondition to initiatives to limit the diversion of precursors. Forty-four per cent of reporting Governments had established practices to enhance cooperation with the chemical industry and to reduce the supply of amphetamine-type stimulants. Several Governments had introduced mechanisms to deal with non-scheduled substances, including flexible administrative procedures for the inclusion of substances in the lists of psychotropic substances subject to international control. Some Governments were in the process of introducing legislation to expedite controls on such substances.

50. Almost one half of the Governments replying had taken measures to establish monitoring systems to identify the illicit manufacture of amphetamine-type stimulants and to prevent their diversion. Furthermore, there was a need to improve the information available on such stimulants, especially regarding the collection of information on clandestine laboratories, manufacturing methods, the precursors used, purity levels, prices, sources and epidemiology. Several Governments regularly carried out signature analysis and profiling of amphetamine seizures. UNDCP has supported and initiated projects to develop and promote techniques for identifying, through impurity analysis, the origins of seized amphetamine-type stimulants.

51. One half of the reporting Governments had measures in place to enhance regional cooperation, including the multilateral exchange of information within the framework of bodies such as the International Narcotics Control Board and regional and multilateral bodies. Of particular note was an agreement between the member States of the Association of South-East Asian Nations (ASEAN) and China to tackle the problem of amphetamine-type stimulants, which had been reached at the meeting entitled "International Congress: In pursuit of a drug-free ASEAN 2015: Sharing the vision, leading the change", held in Bangkok from 11 to 13 October 2000. The International Congress was held against a background of rising concern among the leaders of ASEAN member States about the growing drug problem in the region arising from the rapid spread of new drugs, in particular amphetamine-type stimulants. In the plan of action endorsed by the International Congress, the Governments of ASEAN member States and China established for themselves clear objectives and target dates and agreed to strengthen their

coordinated efforts in connection with amphetamine-type stimulants.

52. At the forty-fourth session of the Commission on Narcotic Drugs, there was agreement that increased priority should be given at the international, regional and national levels to countering the illicit manufacture of, trafficking in and abuse of amphetamine-type stimulants. Increased abuse of and trafficking in such stimulants were reported by the representatives of several countries, particularly countries in east and south-east Asia. It is noted that the illicit manufacture of, trafficking in and abuse of such stimulants had emerged as a global challenge, requiring prompt action by Member States.[10]

IX. Control of precursors

53. The twentieth special session of the General Assembly provided a framework for multilateral cooperation in preventing the diversion of precursor chemicals from legitimate sources to illicit drug production. A large number of Governments indicated that they had adopted legislation for the control of precursors. More than one half of the reporting States had enacted new or revised existing laws and regulations on the subject.

54. Pre-export notices or inquiries concerning individual transactions played a crucial role in enabling competent authorities of importing countries to verify the legitimacy of those transactions and to identify suspicious shipments and prevent the diversion of chemicals. However, in order for the system to be effective, the exporting and importing States should improve their cooperation. While 68 per cent of the reporting Governments indicated that they had requested prior notice of export for substances in Table I of the 1988 Convention, only just over one half of them have notified the Secretary-General accordingly. That implies that, for several of the States, the system of prior notice of exports, in practical terms, cannot be applied.

55. A large number of Governments reported that they had established working procedures for monitoring and identifying suspicious transaction involving precursors. Examples included the development of education and training programmes for personnel of companies manufacturing precursor chemicals; use of controlled deliveries and undercover operations; a voluntary programme of cooperation with the chemical industry; prior registration of every importer or exporter of precursors; and reporting of unusual or excessive losses or disappearances of listed chemicals. More than one half of the reporting Governments had introduced specific measures, including sanctions, by amending or adopting legislation to prevent the diversion of precursors. Just over one half of the Governments reported that law enforcement measures had been adopted to investigate chemical diversions and clandestine laboratories.

56. In line with the measures for precursor control adopted at the twentieth special session, 23 Governments and 3 international bodies launched in 1999 an initiative to systematically track individual shipments of potassium permanganate, in order to deny drug traffickers access to that chemical, which is used in the illicit manufacture of cocaine. The international tracking programme, known as Operation Purple, has become one of the most successful operations undertaken so far within the framework of international precursor control. In view of its success, the participants have extended the operation in a slightly modified manner for an unspecified period of time. Phase two of the operation, in which additional participating countries have been invited to collaborate, started in January 2000.

57. In response to the measures to control precursors that were adopted by the General Assembly at its twentieth special session and the success of Operation Purple, an initiative called Operation Topaz was launched to establish a similar global programme to prevent the diversion of acetic anhydride, a chemical used in the illicit manufacture of heroin; the initiative was launched at a meeting hosted by the Government of Turkey in Antalya in October 2000. In addition to tracking consignments of acetic anhydride, the programme promotes investigations of illicit laboratory activity and acetic anhydride smuggling, with a view to identifying and preventing the diversion of that chemical into illicit trade.

58. On the recommendation of the International Narcotics Control Board, the Commission on Narcotic Drugs adopted decision 44/5, in which it decided to transfer acetic anhydride from Table II to Table I of the 1988 Convention, and decision 44/6, in which it decided to transfer potassium permanganate from Table II to Table I of the 1988 Convention. Those decisions

will enhance the control of the main chemicals used in the illicit manufacture of cocaine and heroin.

X. Countering money-laundering

59. In the Political Declaration adopted at the twentieth special session, Member States undertook to make special efforts against the laundering of money derived from drug trafficking. They recommended that States that had not yet done so should adopt, by the year 2003, national money-laundering legislation and programmes in accordance with the relevant provisions of the 1988 Convention. As follow-up to the twentieth special session, the Office for Drug Control and Crime Prevention, within the framework of its Global Programme against Money-laundering, at a conference held in the Cayman Islands in March 2000, launched the United Nations Offshore Forum, a global initiative to prevent the misuse of international financial centres for the laundering of criminal proceeds. By the end of 2000, 33 States and territories had made a formal commitment to join a United Nations global initiative to adopt internationally accepted standards of financial regulations and measures against money-laundering.

60. All parties to the 1988 Convention are required to establish money-laundering as a criminal offence and to adopt the measures necessary to enable authorities to identify, trace and freeze or seize the proceeds of drug trafficking. Most Governments (83 per cent) reported that laundering the proceeds of drug trafficking was a criminal offence in their jurisdictions, but in some countries it was still not considered a criminal offence. To strengthen their ability to counter money-laundering, several States were in the process of enacting new legislation or updating existing legislation against money-laundering. Furthermore, some Government of countries without legislation to deal with laundering of the proceeds of crime indicated that they had no plans to introduce controls in connection with serious crimes other than drug trafficking. Increased efforts will be needed if all countries are to have national money-laundering legislation and programmes in place by 2003, in line with the Political Declaration adopted at the twentieth special session. Many States have adopted measures to facilitate the reporting of suspicious and/or unusual transactions in order to counter money-laundering. Over one half of the reporting Governments indicated that they had adopted measures for the effective investigation and prosecution of money-laundering offences.

61. Significant progress was made by most of the Governments replying to the questionnaire (81 per cent) in adopting legislation permitting the seizure of assets derived from money-laundering. In many countries, however, no statistics are kept on proceeds seized and confiscated as a result of legal action to combat money-laundering.

62. Bank secrecy has been one of the major obstacles to criminal investigations in money-laundering offences. Just over one half of the Governments replying to the questionnaire reported that they were removing impediments to criminal investigations related to bank secrecy; however, several reported that they had not yet done so. Just over one half of the Governments had sent or received requests from other Governments for mutual legal assistance concerning money-laundering cases, including the freezing, seizure or confiscation of criminal assets. Of those requests, the majority had been implemented, with a small number being declined due to failure to meet the national legislative or evidential requirements, either for lack of funds in the targeted account or for other unspecified reasons.

63. Several Governments have negotiated comprehensive bilateral mutual legal assistance treaties to facilitate cooperation in criminal matters; some of those treaties deal specifically with the tracing, freezing and confiscation of proceeds from drug trafficking and related criminal activity. The United Nations Convention against Transnational Organized Crime, when it enters into force, will create a universal system for mutual legal assistance in cases involving conspiracy and money-laundering by organized criminal groups.

XI. United Nations International Drug Control Programme as a catalyst for action by Member States and the United Nations system

64. The report of the Executive Director on the activities of the United Nations International Drug Control Programme (E/CN.7/2001/7) provided an overview of the strategic direction of the Programme and of the main activities undertaken during 2000 in

support of the efforts of the international community in implementing the global strategy agreed upon at the twentieth special session of the General Assembly. UNDCP played a catalytic role in initiating and supporting action at the national, regional and international levels through a portfolio of technical cooperation programmes supported by a network of field offices in key regions and countries. It promoted subregional and bilateral cooperation and furthered direct consultations between Governments. It also mobilized specialized agencies and other entities of the United Nations system, the international financial institutions, other intergovernmental organizations and civil society to mount a global response to the drug problem.

65. In section II of its resolution 55/65, the General Assembly called upon the relevant United Nations bodies, the specialized agencies, the international financial institutions and other concerned intergovernmental and international organizations, within their mandates, and all actors of civil society to continue their close cooperation with Governments in their efforts to promote and implement the Global Programme of Action (resolution S-17/2, annex), the outcome of the twentieth special session and the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction. UNDCP has continued to promote the mainstreaming of drug control issues into the work of other agencies, according to their mandates. Several collaborative activities have been started, including the participation of the Food and Agriculture Organization of the United Nations and the Pan American Health Organization (the Regional Office for the Americas of the World Health Organization (WHO)) in alternative development activities in Colombia; joint United Nations programming for the rural development of the Bekaa Valley in Lebanon; and the integration of a demand reduction component in activities undertaken by the Economic and Social Commission for Asia and the Pacific against sexual abuse and exploitation of minors in the Greater Mekong subregion. UNDCP has also continued to work closely with the Office of the United Nations High Commissioner for Refugees, the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Children's Fund, the United Nations Development Programme, the United Nations Population Fund (UNFPA), the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization and WHO in a variety of programmes. UNDCP has continued to take part in the country-based Common Country Assessment (CCA)/United Nations Development Assistance Framework (UNDAF), which is leading to more systematic joint programming. As at September 2000, 56 per cent of the 55 completed CCAs and 72 per cent of the completed UNDAF exercises addressed the drug problem.

66. In addition, UNDCP has maintained a dialogue with non-governmental organizations, while promoting the participation of those and other civil society organizations in drug control strategies and related activities at the national level. The new edition of the UNDCP world directory of non-governmental organizations working in drug demand reduction will strengthen networking among non-governmental organizations.

67. As requested by the General Assembly in section II of its resolution 55/65, the Executive Director of UNDCP reported to the Commission on Narcotic Drugs at its forty-fourth session on the follow-up to the Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction and the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (E/CN.7/2001/2, paras. 76-170).

XII. Conclusions

68. The overview of the implementation of the action plans and measures adopted by the General Assembly at its twentieth special session shows a mixture of positive and negative trends. On the supply side, the achievements so far have been beyond expectations. Landmark progress has been made in implementing the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development, the illicit cultivation of narcotic crops having been eradicated in several countries. The success of national strategies to eliminate illicit drug crops through alternative development, supported at the bilateral and multilateral levels, has increased. In Bolivia, coca bush cultivation in the Chapare has been almost eliminated; compared with 1997, there has been an overall decrease of 90 per cent in such cultivation. The same results have been achieved in Peru. The total output of coca in Bolivia, Colombia and Peru is 20 per cent lower than it was 10 years ago, despite an increase in the output of coca in Colombia. Progress in efforts

to eradicate the opium poppy is also encouraging, particularly in countries such as the Lao People's Democratic Republic and Myanmar. The most impressive results have been achieved in Afghanistan, where UNDCP surveys and work have confirmed the almost total disappearance of the opium poppy in areas controlled by the Taliban. The significant decline in opium production is the result of mounting pressure on the Taliban, which declared a ban on opium poppy cultivation in July 2000. Reaching the 2008 target of measurable reduction in the demand for illicit drugs, however, still poses a major challenge. Heroin abuse has stabilized in Europe, even declining in some countries; however, in a large part of Asia, the abuse of heroin continues to increase. Cocaine abuse has stabilized in the United States of America, but it is still growing in Europe and in part of Latin America. Efforts to reduce the abuse of synthetic drugs have also had mixed results. Countering the illicit manufacture of, trafficking in and abuse of amphetamine-type stimulants remains one of the major challenges for several Governments. Similarly, the abuse of cannabis, particularly in African countries, continues to be a major concern.

Notes

[1] *Official Records of the Economic and Social Council, 1999, Supplement No. 8* (E/1999/28/Rev.1), part two, chap. I, resolution 42/11, annex.

[2] See *Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.5).

3 Replies were received from the Governments of the following countries: Algeria, Argentina, Australia, Austria, Bangladesh, Barbados, Belarus, Belgium, Belize, Bolivia, Brazil, Brunei Darussalam, Bulgaria, Burkina Faso, Cameroon, Canada, Cape Verde, Chad, Chile, China, Colombia, Costa Rica, Côte d'Ivoire, Croatia, Cuba, Cyprus, Czech Republic, Denmark, Dominica, Ecuador, Egypt, El Salvador, Estonia, Ethiopia, Finland, France, Gambia, Georgia, Germany, Ghana, Greece, Grenada, Guinea-Bissau, Haiti, Hungary, Iceland, India, Indonesia, Iran (Islamic Republic of), Ireland, Italy, Japan, Jordan, Kenya, Lao People's Democratic Republic, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Malaysia, Maldives, Mexico, Morocco, Myanmar, Namibia, Netherlands, New Zealand, Niger, Nigeria, Norway, Pakistan, Panama, Peru, Philippines, Poland, Portugal, Qatar, Republic of Korea, Romania, Russian Federation, Saint Lucia, Saint Vincent and the Grenadines, Sao Tome and Principe, Saudi Arabia, Senegal, Singapore, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, Sweden, Switzerland, Tajikistan, Thailand, the former Yugoslav Republic of Macedonia, Togo, Trinidad and Tobago, Tunisia, Turkey, Ukraine, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United States of America and Venezuela. Replies were also received from the governments of the following areas: British Virgin Islands, Cayman Islands and Hong Kong Special Administrative Region of China.

[4] "Commission on Narcotic Drugs: report on the forty-fourth session (20-29 March 2001)" (E/2001/28), para. 46. The report will subsequently be issued in final form as *Official Records of the Economic and Social Council, 2001, Supplement No. 8* (E/2001/28/Rev.1).

[5] E/2001/28, para. 49.

[6] *United Nations, Treaty Series*, vol. 520, No. 7515.

[7] Ibid., vol. 976, No. 14152.

[8] Ibid., vol. 1019, No. 14956.

[9] E/2001/28, para. 51.

[10] E/2001/28, para. 53.